

**City of Greensboro Planning Department  
Zoning Staff Report  
April 10, 2006 Public Hearing**

*The information provided in this staff report has been included for the purpose of reviewing proposed zoning changes. Since the zoning process does not require a site plan, there may be additional requirements placed on the property through the Technical Review Committee process to address subdivision and development regulations.*

**Item:** L  
**Location:** 209, 209A, 401 & 403 King Street/Railroad Right-of-Way (Northwest side of King Street between Martin Luther King Jr. Drive and South Murrow Boulevard)

**Applicant:** Seth Coker  
**Owner:** Southern Industrial Land & Trading Company, Inc. and Organic Pigments Corporation

**From:** HI and LI  
**To:** CB

**Conditions:** N/A

SITE INFORMATION	
<b>Maximum Developable Units</b>	N/A
<b>Net Density</b>	N/A
<b>Existing Land Use</b>	Office Warehouse / Rail Yard / Overgrown Lot
<b>Acreage</b>	7.694
<b>Physical Characteristics</b>	<i>Topography:</i> Generally flat <i>Vegetation:</i> Overgrown <i>Other:</i> N/A
<b>Overlay Districts</b>	N/A
<b>Historic District/Resources</b>	N/A
<b>Generalized Future Land Use</b>	Mixed Use CBD
<b>Other</b>	N/A

SURROUNDING ZONING AND LAND USE		
<b>Location</b>	<b>Land Use</b>	<b>Zoning</b>
<i>North</i>	Rail Road Tracks	LI
<i>South</i>	Vacant Office Warehouse / Southside / Faith Community Church	LI / TN1
<i>East</i>	Murrow Blvd.	LI
<i>West</i>	Arlington Street	CB

<b>ZONING HISTORY</b>		
<b>Case #</b>	<b>Year</b>	<b>Request Summary</b>
		This property has been zoned HI and LI since July 1, 1992. Prior to the implementation of the UDO, it was entirely zoned Industrial L.

<b>DIFFERENCES BETWEEN HI &amp; LI (EXISTING) AND CB (PROPOSED) ZONING DISTRICTS</b>
<p><b>HI:</b> Primarily intended to accommodate a wide range of assembling, fabricating, and manufacturing activities. The district is established for the purpose of providing appropriate locations and development regulations for uses which may have significant environmental impacts or require special measures to ensure compatibility with adjoining properties.</p> <p><b>LI:</b> Primarily intended to accommodate limited manufacturing, wholesaling, warehousing, research and development, and related commercial/service activities which in their normal operations have little or no adverse effect upon adjoining properties</p> <p><b>CB:</b> Solely intended for application in the central core of the city. The district is established to encourage high intensity, compact urban development. The district is intended to accommodate a wide range of uses including office, retail, service, institutional, and high density residential developments in a pedestrian-oriented setting.</p>

<b>TRANSPORTATION</b>	
<b>Street Classification</b>	Martin Luther King, Jr. Blvd. – Minor Thoroughfare, Gorrell Street – Collector Street, King Street – Local Street.
<b>Site Access</b>	Two accesses proposed via King Street. All driveway(s) will need to meet the City of Greensboro's Driveway Standards.
<b>Traffic Counts</b>	Martin Luther King, Jr. Blvd. ADT = 9,582, Gorrell Street ADT = 2,900.
<b>Trip Generation</b>	24 Hour = 1,491, AM Peak Hour = 113, PM Peak Hour = 140.
<b>Sidewalks</b>	Requirement per Development Ordinance. A 6' sidewalk w/ a 4' grass strip is required along both sides of thoroughfares. A 5' sidewalk w/ a 3' grass strip is required along all other streets.
<b>Transit</b>	Yes.
<b>Traffic Impact Study</b>	A technical memo with basic traffic information was required for this site per the TIS Ordinance. Please see the additional information section of this report for the technical memo.
<b>Street Connectivity</b>	N/A.
<b>Other</b>	N/A.

<b>ENVIRONMENTAL REVIEW</b>	
<b>Water Supply Watershed</b>	No, site drains to South Buffalo Creek
<b>Floodplains</b>	N/A
<b>Streams</b>	N/A
<b>Other</b>	N/A

LANDSCAPING REQUIREMENTS	
Location	Required Planting Yard Type and Rate
North	N/A
South	N/A
East	N/A
West	N/A

## CONNECTIONS 2025 COMPREHENSIVE PLAN POLICIES

### Connections 2025 Written Policies:

Reinvestment/Infill Goal: Promote sound investment in Greensboro's urban areas, including Center City, commercial and industrial areas, and neighborhoods.

POLICY 4C.1: Promote new forms of compact development.

Downtown Goal: Promote reinvestment, preservation, diversification, and selective intensification of activity in Downtown Greensboro, to reinforce its importance as the economic, cultural and civic center of the City while protecting its heritage and historic resources and enhancing its urban character.

POLICY 4E: Promote diversification and intensification of downtown Greensboro.

POLICY 5F.2: Improve design standards for new development to enhance community appearance and sense of place (visual impacts on adjacent neighborhoods).

Housing and Neighborhoods Goal: Meet the needs of present and future Greensboro citizens for a choice of decent, affordable housing in stable, livable neighborhoods that offer security, quality of life, and the necessary array of services and facilities.

POLICY 6A.2: Promote mixed-income neighborhoods.

POLICY 6C: Promote the diversification of new housing stock to meet the needs of all citizens for suitable, affordable housing.

POLICY 7C.3: Identify brownfield sites and underutilized/abandoned properties and buildings and expedite opportunities for development.

### Connections 2025 Map Policies:

*The area requested for rezoning lies within the following map classifications:*

Mixed Use Central Business District: This designation applies only in and around Downtown Greensboro. It emphasizes the urban character and the mix and intensity of activities uniquely suited to the central city. This designation is intended to permit a true mix of all uses, except heavy industrial, at the highest levels of scale and density within the City and with unique development standards tailored to the urban character of Downtown. It is particularly important to move the Downtown towards becoming a center of activity not only in the day, but also at night and during weekends, by promoting a mix of commercial, entertainment, residential, and other uses (see policies and narrative in Section 4.5.2). To help achieve this goal, creative

forms of housing, such as lofts within restored historic structures and residential units in the often unoccupied second stories above ground-level retail, should be encouraged.

**Activity Center:** Activity Centers are existing or anticipated future concentrations of uses that function as destinations or hubs of activity for the surrounding area. Typically located in areas of mixed use shown on the Generalized Future Land Use Map, such centers are intended to include features such as a mix of higher intensity uses (housing, retail, office, etc.), compact development patterns, and pedestrian and transit linkages. A one-half mile radius (considered the limit of a comfortable walk) is shown around each activity center except for the Downtown, which functions as an activity center for the entire City. It should be noted that the locations shown on the Generalized Future Land Use Map are conceptual and do not preclude the development of Activity Centers in other locations where they would support the goals and policies of the Comprehensive Plan.

## CONFORMITY WITH OTHER PLANS

*The following aspects of relevant plans may be applicable in this case:*

**City Plans:** N/A

**Other Plans:** N/A

## STAFF COMMENTS

**Planning:** The applicant's preliminary sketch plan shows a total of 222 apartment units (117 one-bedroom units and 105 two-bedroom units) in 13 three-story buildings, in addition to a clubhouse/pool location at the intersection of King Street and McAdoo Street. Off-street parking is indicated as being slightly in excess of 1 space per unit.

This proposal will help contribute to the mix of center city residential since it will add rental units to a downtown that has been dominated by new condominiums. It will also help contribute to the critical residential mass needed to support and attract other center city commercial and service businesses.

There are many Comprehensive Plan aspects of this request. This request is consistent with the Mixed Use Central Business District land use classification on the Generalized Future Land Use Map and it is located in an Activity Center as described above.

This proposal meets both the Reinvestment/Infill Goal and the Downtown Goal. It promotes a new form of compact development (Policy 4C.1) and promotes the diversification and intensification of downtown Greensboro (Policy 4E). It promotes mixed-income neighborhoods (Policy 6A.2) and promotes the diversification of new housing stock to meet the needs for suitable, affordable housing (Policy 6C).

Finally, this request is an excellent example of an opportunity for redevelopment of a brownfield site.

Staff wishes to note that it is very important for this project to be compatible with surrounding residential development in Southside. Since this application is not a conditional request, the applicant should try and provide **other** assurances that appropriate building and site design details will be provided prior to site plan approval and that an opportunity for public input in the designs should be made available.

**GDOT:** No additional comments.

**Water Resources:** No additional comments.

### **STAFF RECOMMENDATION**

Based on all the information contained in this report, the Planning Department recommends approval.

## ADDITIONAL INFORMATION

March 23, 2006  
Mr. Bob Isner  
Greensboro Contracting Corporation  
Greensboro, NC 27429  
336-230-2279 (office)  
336-230-1583 (fax)

RE: Traffic Assessment for proposed Cityview Apartments; Greensboro, NC - (**Project Number: 06-059**)

Dear Mr. Isner,

At your request, our firm John Davenport Engineering, Inc. has performed a traffic assessment for the proposed residential development to be located off Gorrell Street near downtown Greensboro, NC (Figure 1). The site plan indicates that this project proposes to have 223 one and two bedroom apartments (Figure 2). This memorandum summarizes the assessment of the existing traffic conditions, as well as the projected traffic impacts associated with this project. The analysis year for the project was assumed to be 2008.

### Existing Roadway Conditions

Field surveys and research was conducted by JDE staff to determine the existing conditions of the transportation facilities within the study area. The table below contains the results of this effort.

Street Inventory			
Facility Name	Cross Section	Pavement Width	24-hour Traffic Volume
Martin Luther King, Jr. Drive	3-lane w/2-way left turn lane	Approximately 36'	11,561 North of Gorell; 8,966 South of Gorrell
Gorrell Street	2-lane	Approximately 26'	3,173

The above mentioned, 24-hour bidirectional counts were taken on MLK and Gorrell Street in the vicinity of the proposed project. Additionally, a peak hour turning movement count was taken at the intersection of MLK, Jr. Drive and Gorrell Street. All traffic counts were taken on Thursday March 23, 2006. These counts were taken according to GDOT standards (weekdays Tuesday, Wednesday, or Thursday; and while school was in session). These volumes can be found in Figure 3 in the appendix.

## Traffic Generation

The Institute of Transportation Engineers (ITE) Trip Generation Software was utilized to project the trips for this project. As stated earlier, the project includes 223 units of one and two bedroom apartments. The appendix contains the full trip generation reports.

Table 1- ITE Trip Generation					
Cityview Apartments March 25, 2006					
	24 Hour Two-Way	AM Peak		PM Peak	
<u>Land Use and Size</u>	Volume	Enter	Exit	Enter	Exit
223 units of apartments	1,491	23	90	91	49

## Trip Distribution

Trips for this proposed development were distributed based on the existing traffic patterns collected and engineering judgment. Below is proposed trip distribution.



## Capacity Analysis

Per GDOT, a capacity analysis was not necessary for this analysis. However, it was requested that the projected trips from this development be distributed on the existing transportation network. Below are the results of this distribution:

**Table 2 - Trip Distribution Table**

<u>MLK @ Gorrell Street</u>					<u>MLK @ Gorrell Street</u>				
<u>2008</u>					<u>2008</u>				
<u>AM</u>	<u>2006</u> <u>Base</u>	<u>no-</u> <u>build</u>	<u>Cityview</u>	<u>2008</u> <u>Build</u>	<u>PM</u>	<u>2006</u> <u>Base</u>	<u>no-</u> <u>build</u>	<u>Cityview</u>	<u>2008</u> <u>Build</u>
WBL	29	31	32	62	WBL	82	87	17	104
WBR	37	39	45	84	WBR	47	50	25	74
NBT	477	506	0	506	NBT	217	230	0	230
NBR	75	80	8	88	NBR	69	73	32	105
SBL	23	24	12	36	SBL	39	41	46	87
SBT	108	115	0	115	SBT	380	403	0	403
Total	749	795	96	891	Total	834	885	119	1004
		%					%		
		impact	11%				impact	12%	
<u>King @ Gorrell Street</u>					<u>King @ Gorrell Street</u>				
<u>2008</u>					<u>2008</u>				
<u>AM</u>	<u>2006</u> <u>Base</u>	<u>no-</u> <u>build</u>	<u>Cityview</u>	<u>2008</u> <u>Build</u>	<u>PM</u>	<u>2006</u> <u>Base</u>	<u>no-</u> <u>build</u>	<u>Cityview</u>	<u>2008</u> <u>Build</u>
EBL	0	0	17	17	EBL	0	0	68	68
EBT	98	104	2	106	EBT	108	115	9	124
WBT	66	70	9	79	WBT	129	137	5	142
WBR	0	0	2	2	WBR	0	0	9	9
SBL	0	0	9	9	SBL	0	0	5	5
SBR	0	0	68	68	SBR	0	0	37	37
Total	164	174	107	281	Total	237	251	133	384
		%					%		
		impact	38%				impact	35%	
<u>McAdoo @ Gorrell Street</u>					<u>McAdoo @ Gorrell Street</u>				
<u>2008</u>					<u>2008</u>				
<u>AM</u>	<u>2006</u> <u>Base</u>	<u>no-</u> <u>build</u>	<u>Cityview</u>	<u>2008</u> <u>Build</u>	<u>PM</u>	<u>2006</u> <u>Base</u>	<u>no-</u> <u>build</u>	<u>Cityview</u>	<u>2008</u> <u>Build</u>
EBL	0	0	2	2	EBL	0	0	9	9
EBT	98	104	9	113	EBT	108	115	5	119
WBT	66	70	2	72	WBT	129	137	9	146
WBR	0	0	1	1	WBR	0	0	5	5
SBL	0	0	5	5	SBL	0	0	2	2
SBR	0	0	9	9	SBR	0	0	5	5
Total	164	174	28	202	Total	237	251	35	286
		%					%		
		impact	14%				impact	12%	



## **Conclusion and Recommendations**

Our firm has conducted an analysis of your project and its projected effects on the surrounding area. This project is proposed to be located in an area that is beginning to redevelop. Although a level of service analysis was not conducted, a review of the traffic volume data collected in the study indicates that there should not be any transportation capacity issues related to this development. We do not recommend any roadway improvements.

We recognize that the sketch plan utilized for this assessment is preliminary, however based on our conversations with GDOT, we recommend that you consider the following issues prior to the development of a full site plan:

- GDOT expressed some concerns regarding the proposed parking on King Street. There may be a need to conduct a parking study to justify the request to use King Street for on-street parking.
- The internal layout of the site will need to accommodate the appropriate design vehicles per City of Greensboro standards.

Overall, this project once finalized should fit well into the area. Its proximity to downtown and its proposed density should encourage a greater utilization of alternate modes of transportation in comparison to a similar type development in a more suburban setting. Our review of the available data indicates that it should not present a problem in terms of traffic congestion and safety.

If you have questions, or need additional information please feel free to contact me at (336) 744-1636.

Sincerely,

A handwritten signature in cursive script that reads "John M. Davenport Jr.".

John Davenport, Jr., PE  
*John Davenport Engineering, Inc.*